

Message Text

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TO USMISSION USUN NEW YORK

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AMEMBASSY MOSCOW

AMEMBASSY TOKYO

AMEMBASSY OTTAWA

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E.O. 11652

TAGS; PFOR, UN

SUBJECT: REVIEW OF US PEACEKEEPING POSITION

REF: USUN 2816 (NOTAL)

SUMMARY: AUGUST 23 MEETING OF DEPT AND USUN OFFICERS
REVIEWED US PEACEKEEPING POSITION AND AGREED THAT US SHOULD
EXPLORE POLICY CHANGES WHICH WOULD GIVE COMPARATIVELY
GREATER ROLE TO SC MOVING TOWARDS BRITISH POSITION, AND
ALSO ACCOMMODATING INTERESTS OF SOVS AND OF TROOP CON-
TRIBUTORS. THIS COULD POSSIBLY PAVE WAY FOR AGREEMENT IN
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UN. IN PARTICULAR COLLECTIVE OPINION WAS THAT US INTEREST

LIKELY TO BE INCREASINGLY IN PRESERVING FOR ITS OWN
EVENTUAL USE AND PROTECTION POSSIBILITY OF SECURITY COUNCIL
CONTROLS (INCLUDING VETO) OVER CERTAIN KEY OPERATIONAL
DECISIONS NOW THAT UN VOTING PATTERNS ARE FREQUENTLY
ADVERSE TO USG AND SYG TENDS TOWARD ACCOMMODATING MAJORITY.
SUCH CONTROLS MIGHT BEST BE EXERCISED THROUGH CMTE CON-
SISTING OF SC MEMBERS PLUS TROOP CONTRIBUTORS. USUN MAY AT
APPROPRIATE STAGE INFORM BRITISH THAT WE ARE ACTIVELY
RETHINKING OUR PEACEKEEPING POSITION AND SOUND OUT SOVIETS
ON PROCEDURES THEY COULD CONSIDER WHICH PROTECT NEED FOR
GREAT POWER CONSENSUS ON KEY OPERATIONAL DECISIONS WITHOUT
UNDULY HAMPERING SPEED AND EFFECTIVENESS OF OPERATIONS.
END SUMMARY

1. ASST. SECT. POPPER AUGUST 23 CHAIRED MEETING OF DEPT
AND USUN OFFICERS, INCLUDING AMB. SCHAUFELLE, TO BEGIN
REAPPRAISAL, OUR POSITION ON PEACEKEEPING GUIDELINES. FOR
MANY REASONS OUTLINED REFTEL COLLECTIVE VIEW WAS THAT US
SHOULD CONSIDER (A) MOVING AWAY FROM EMPHASIS ON WIDE
LATITUDE FOR SYG IN CONDUCT OF PEACEKEEPING A (RE-
TAINING MORE CONTROL BY SC OVER KEY OPERATIONAL DECISIONS,
OR AT LEAST PROVIDING FRAMEWORK FOR MORE DIRECT SC
CONTROL IN INDIVIDUAL CASES. THIS WOULD BE MOVE SOMEWHAT
TOWARD UK POSITION. SUCH COURSE COULD EASE WAY FOR
FUTURE PEACEKEEPING OPERATIONS, END LENGTHY AND UN-
PRODUCTIVE EXERCISE IN UN, WITH CONCOMITANT ADVERSE
PSYCHOLOGICAL CLIMATE, AND CONTRIBUTE TO PRESENT SPIRIT OF
ACCOMMODATION BETWEEN GREAT POWERS. FUNDAMENTAL US
DISAGREEMENT WITH SOVIETS, AND MORE RECENTLY WITH BRITISH,
HAS BEEN OVER EXTENDING VETO TO OPERATIONAL MATTERS. WE
SEE POSSIBILITY OF AGREEING ON PROCEDURES INVOLVING
PERMANENT MEMBER APPROVAL ON KEY OPERATIONAL MATTERS WITH-
OUT UNDULY IMPAIRING EFFECTIVENESS. IF AGREEMENT WERE
REACHED ON THIS PRINCIPLE, IT WAS FELT OTHER UNRESOLVED
ISSUES (SUCH AS ARTICLE 29 CMTE) WOULD ULTIMATELY FALL
INTO PLACE.

2. HOWEVER, IT WAS RECOGNIZED THAT FUTURE OF PEACEKEEPING
DEPENDS ALSO ON MEETING LEGITIMATE CONCERNS OF MIDDLE
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COUNTRIES AND TROOP CONTRIBUTORS ABOUT HAVING COMMENSURATE
VOICE IN CONDUCT OF PEACEKEEPING AND IN ASSURING EFFICIENCY
AND POLITICAL RESPONSIVENESS. IT WAS FELT THAT MOST
PRACTICAL WAY TO ACCOMMODATE ALL CONCERNS IS TO KEEP SC
WATCHDOG COMMITTEE, CONSISTING OF SC MEMBERS AND TROOP
CONTRIBUTORS AND WITH ADEQUATE MILITARY EXPERTISE, AS
CENTERPIECE OF NEW ARRANGEMENTS. WE COULD CONTEMPLATE SC
CMTE HAVING OPERATIONAL AND DECISION-MAKING RESPONSI-

BILITIES AS WELL AS CONSULTATIVE ROLE.

3. EVOLVING US POLICY ON PEACEKEEPING WILL BE SUBJECT OF CONTINUING DETAILED STUDY BY DEPT AND CONCERNED AGENCIES. UPCOMING CONSULTATIONS WITH JAPANESE ON UN MATTERS WILL PROVIDE FURTHER OPPORTUNITY FOR CLARIFYING VIEWS AND INTERESTS OF OTHERS. FOR PRESENT, USUN SHOULD RESTRICT ITSELF TO FOLLOWING ACTIONS:

A. WITH BRITISH, YOU SHOULD INFORM JAMIESON THAT WE ARE CONDUCTING REVIEW OF OUR BASIC POSITION. IN MEANTIME, IF BRITISH INSIST ON SURFACING THEIR WORKING PAPER, WE WILL RAISE NO FURTHER OBJECTIONS. HOWEVER, YOU SHOULD REITERATE OUR CONCERN ABOUT THEIR FAILURE TO PROVIDE FOR ARTICLE 29 CMTE, NOTING THAT GUIDELINES ON OPERATIONAL

ASPECTS OF PEACEKEEPING OPERATIONS LIKELY BE WORKABLE AND ACCEPTABLE ONLY IF RESPONSIVE TO NEED FOR CONTRIBUTOR PARTICIPATION AND CONSULTATION WHICH WE BELIEVE IS BEST PROVIDED THROUGH SUCH COMMITTEE.

B. WITH SOVIETS, YOU SHOULD SOUND OUT OVINNIKOV ON HIS RETURN FROM MOSCOW TO DETERMINE WHETHER THERE IS ANY MOVEMENT IN SOV POSITION. YOU SHOULD IN PARTICULAR PRESS HIM TO CLARIFY EXACTLY WHAT SOVIETS MEAN BY CONCEPT OF ARTICLE 29 CMTE ACTING ON BASIS OF PERMANENT MEMBER CONSENSUS. YOU MAY TELL HIM THAT US WISHES TO HELP RESOLVE PRESENT DISPUTE IN WORKING GROUP. SPECIFICALLY, WHILE WE WOULD PREFER SYG RESPONSIBILITIES TO BE DEALT WITH FIRST, WE COULD AGREE TO INITIAL CONSIDERATION OF ARTICLE 29 CMTE PROVIDED QUESTION OF SYG RESPONSIBILITIES FOLLOWED IMMEDIATELY. RUSH

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